SUMMARY REPORT OF FINDINGS AND RECOMMENDATIONS OF A RESEARCH STUDY ON COMMERCIAL VIDEO GAME OUTLETS AND JUVENILE CRIME

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INTRODUCTION

This is a summary of a larger research study and report completed for the J.C.P.P. by Craig Hathaway. The full report, titled "Report on Commercial Video Arcades and Juvenile Crime" is available through:

Ministry of Attorney General
Policy Planning Branch
207 - 815 Hornby Street
Vancouver, B.C.
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The full report is recommended to anyone wanting detail on study methods, and a more complete discussion of findings and conclusions.

The opinions, conclusions, and recommendations expressed in this summary reflect the original report and do not necessarily represent the official opinion or policy of the Attorney General of British Columbia or the Solicitor General of Canada.

Thanks are due to Craig Hathaway for critiquing this summary, to Linda Light who supervised the original research, and to Janice Vickers who prepared both report and summary for publication.

Carol Savage
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CHAPTER 1 THE PERCEIVED PROBLEM AND HOW IT WAS STUDIED

1.1. PERCEIVED PROBLEM

The need for a study into the relationship between commercial video game outlets and juvenile crime arose from two levels of concern: a growing generalized fear in B.C. communities that these outlets were negatively influencing all youth, and some specific concerns about theft, truancy, and affiliation with "the wrong crowd".

Reports were appearing in the media, alleging increases in crime around arcades including: vandalism, shoplifting, B and E's and other instances of petty theft. There seemed to be a general impression that the outlets were "hangouts" for troublesome children in the community and a related fear that other young people might be negatively influenced as a result of association through attendance at the outlets. Evidence supporting the negative allegations about the outlets was inconsistent and perhaps sensationalized, raising the possiblity that municipal regulatory efforts might be misdirected or unnecessary. What was clear was that the first problem that had to be addressed was the lack of information.

A primary concern behind the initiation of the study involved the amounts and sources of money which young people were spending in playing video games. The games cost from 25¢ to 50¢ and may last for only a few minutes. Playing at these rates for an hour or two can therefore require the expenditure of sums which must be considered substantial for young persons. Since many young people were thought to be playing beyond an hour or two a week, it seemed reasonable to assume that the vast majority of young people do not have legitimate access to the amounts of money this would require. If this were the case, then the possibility arose that the money was being acquired through illegitimate means. Thus, the first two substansive questions were:

a. How much money are young people spending at CVGO's?
b. Where is this money coming from?

These questions raised several related issues, revolving around pressure and opportunities to use illegitimate means of acquiring money to play. It was recognized that the games are powerfully attractive to young people and that large numbers gather to play them. This congregation of young persons might create conditions which would increase motivation, knowledge and opportunities to obtain playing money illegitimately. Young players might be exposed to those older or more experienced in "street life" and thereby be encouraged or assisted in petty theft activity. Thus, a third substansive question was formulated:

c. Are criminal activities encouraged or assisted through participation at arcades. If so, what are these activities and how are they encouraged?

Early investigatory activity revealed that certain key sectors of the community were particularly distressed about the impact of the CVGO's on the young; and were concerned about countering that impact.

a) A few <u>parents</u> told stories of how their children were stealing money from home to play the "addictive" games. More commonly, parents sought to ensure that their children would not be "driven" or "seduced" into the anti-social behaviors which were reported in the media and rumoured to be present in their own communities.

b) <u>School officials, counsellors and social workers</u> were urging that commercial video game outlets (CVGO's) be kept at a distance from school grounds because it was feared that children would waste money and time at the outlets, spend lunch money, and be late for, or skip, school. They also observed that many students/clients already known to be prone to mis-behavior were spending time together at local outlets.

c) <u>Merchants</u> had concerns about shoplifting and petty theft, vandalism or rowdiness which might discourage their customers.

d) <u>Police</u> expressed concern about the types of people that "hung out" at CVGO's, drug or theft activities and the general problem of "youth congregation". In many communities, police were actively opposing arcades, urging increased regulations and preparing "internal" reports to town and city

councils alleging criminal association and activity as well as drug and alcohol use in relation to arcades.

e) Many municipalities were seeking ways to respond. Old pool room and amusement centre by-laws were being dusted off, often found to be inadequate, revised, applied, and often revised again. Some communities banned arcades while adjacent communities chose not to increase regulation.

f) These regulatory efforts were taking place at the same time as the numbers of games and locations continued to increase, and CVGO operators, many struggling to establish what appeared to be a highly lucrative business, were feeling threatened and misunderstood.

All of these conditions suggested that:

a. The precise problems that CVGO's present to communities remained unclear;
b. Evidence supporting the existence of the problems was unclear, inconsistent and of varying quality;
c. The factors determining why various communities employed such widely varying alternative responses were unclear;
d. The relative effectiveness of the various responses was unknown; and
e. The range of legitimate options which communities might employe was a matter of some dispute.

The purpose of the study, then, was to clarify the present CVGO situation in B.C. by investigating, describing, and evaluating CVGO's and responses to them, with the intent that this information and the consequent recommendations will assist policy makers and other interested parties who seek effective ways of responding to this new form of recreation.

1.2 SUMMARY OF METHODS

The investigation was a combination of information gathering, issue formulation and exploration. There was an interest in finding out how different elements in the communities perceived CVGO's, what kinds of situations they took to be problem-

atic, what evidence there was of the general incidence of the problem and what actions the communities were taking in response to CVGO's.

Information was derived from the following sources:

a. A review of relevant literature regarding the association between CVGO's and criminal or delinquent activity, as well as media treatments of the issues;

b. A survey conducted by mail, telephone and personal visits of 54 B.C. communities to determine the number of community CVGO's, perceptions of related problems, bylaw or other regulatory activity and current difficulties;

c. Over 100 hours of on-site observations of 50 outlets in ten B.C. communities;

d. Interviews with, and literature from, game manufacturers, operators, and location managers, as well as material from industry associations and publications;

e. Hundreds of interviews with police, municipal officials, school personnel (representing six school board), 70 parents, 15 social workers, 50 merchants, several provincial government agencies and over 100 young players themselves.

(Appendix A to this summary lists sources, information types, research techniques, and sample sizes).

Every effort was made to contact as wide a range of information sources and types as was feasible for a single investigator, within the available time and resource limitations. The study attempted to find and accurately report the opinions expressed by relevant interest groups, as well as the "evidence" cited, and to evaluate how it was generated and how it compares with other applicable evidence, including that which was produced in the course of the research.

In spite of some weaknesses in terms of rigorous technique or complete sampling, the range and variety of communities surveyed, interest groups sampled, information sources and research techniques (especially the intensive direct observational work) lend a considerable amount of credibility to this research. The work appears particularly strong when compared to the somewhat limited investigative efforts on which opinions and claims are currently based.

CHAPTER 2 FINDINGS

2.1 REVIEW OF CURRENT SITUATION

.1 Current Studies and Literature

A review of the literature revealed that there is very little systematically-gathered material which could be used to evaluate any association between CVGO's and youth crime.

A California study, conducted by B. David Brooks, has not been published but is in circulation in photocopied form. Dr. Brooks recently presented his work at a Harvard Graduate School of Education Conference on "Video Games and Human Development". The major work consisted of a survey of 973 young players, 651 of which were males aged 10-18 and 322 of which were females aged 10-18.

Dr. Brooks has done more extensive research on video outlets than any other source discovered in the course of our research. In late 1982, prior to initiating his work, he checked scientific journals, the National Education Association, the National Parent Teachers Association, numerous law enforcement and government persons and the video game industry, finding the same answer everywhere: no data available.

Because of references by some police to the "known connection between video arcades and delinquency", municipal police and R.C.M.P. research units in B.C. and several other provinces were approached for information and direction to current studies. The research which they had acquired or conducted generally consisted of collections of newspaper articles or informal reports from within their departments. One exception was an article being circulated by the Coordinated Law Enforcement Unit of the Ministry of Attorney General of B.C., which cited a New York study of 102 video game parlours which found drug use at two-thirds of the sites investigated. Most Canadian police departments did not seem to have data collection processes which were capable of collating the kind of statistics necessary for examining the arcade/crime connection and all juvenile crime

statistics tended to have methodological problems which made their interpretation troublesome. These factors made use of the few existing reports or statistics very problematic. Several studies were mentioned several times but attempts to acquire these studies met with limited success.

A combination of university, police and social service agency contacts did lead to a study conducted in the Port Coquitlam, Coquitlam, Port Moody area which was done just as the work reported here was being completed. Although not published, a xeroxed report has been circulated. This work consisted of interviews with 323 students, aged 10-19, some informal outlet observations, interviews with 33 near-arcade residents and a report of a conference involving industry representatives, the primary researchers, police, social workers and an audience of local social service workers.

.2 The Commercial Video Game Industry in B.C.

The commercial video game industry is approximately ten years old, although it often operates through older distribution and leasing networks established for mechanical games such as pinball. Almost every city, town and district in British Columbia has at least one video arcade or recreational location in which a number of video games are placed. Some communities have as many as fifteen locations, not including locations of two or fewer machines, of which there are hundreds. One major operator in B.C. has over one thousand machines in locations. One distributor sells equipment to 125 operators.

There are usually four levels of administration involved: the manufacturer, the distributor, the operator, and the location manager (latter two are frequently performed by one person). The vast, rapid, and profitable growth of the industry has put severe strains on all levels. Efforts of some industry members in B.C. to organize have been relatively unsuccessful. There are predictable conflicts of interest among the various levels of the industry, and between competing operators and managers.

Rapid expansion, motivated by the claims of vast profits for all industry levels, has brought in, at the operator or location levels, large numbers of new members who had no previous connection with the industry. The editor of Canadian Coin Box, the only established industry magazine in Canada, has suggested that these wildly inflated income figures have drawn many inexperienced, short-time operator/managers into the industry - and that their "shoddy" operations have been primarily responsible for the current high level of negative community concern. This operator pressure to "place" all available machines may have the effect of promoting "borderline" locations which have little likelihood of success.

The combination of lack of organization with wide and varied placement of the machines creates conditions for vastly different local management and supervision styles with few mechanisms to control individual locations which prove to be problematic in particular communities. Nevertheless, there is a common interest, throughout the industry, in avoiding the establishment of such problematic outlets.

Income and profitability in the industry is very difficult to establish. This is greatly impacted by general economic conditions, locations and machine popularity and costs. Several local operators claim only a fifteen per cent profit margin. Widely circulated figures such as the claim of a $5,000,000,000 "drop" in the U.S. during 1982 are very deceptive. Bernstein Associations estimates that in 1982 the average non-mall machine lost $6.16 and average mall machine lost $85.00. This estimate claims that the average "drop" was $126.00/machine/week as opposed to the $500-$1000/week that is often reported in the media. Even if $5,000,000,000 is an accurate estimate, when it is divided by 1,250.00 machines in place, a $100/machine/week average is the outcome. The Yankee Group, a research service, describes a pattern of $102/1980, $140/1981, $109/1982 and $93/1983 (projected) as the average earnings per week for a U.S. arcade video game.

Canadian Coin Box and some current U.S. sources suggest that average machine "drop" has been reduced by 30 to 50 per cent in the last year. Most of the communities visited for this study had arcades which failed and some which were likely to.

This pattern of decline is evident in other Bernstein estimates of a reduction of 2,500 arcades from the current 10,000 over the next four years. The viable economic production period for machines is on the decline, while break-even periods (the time necessary to recover purchase and operations costs for a machine is lengthening).

There will probably be a general decline in the number of machines/outlets in place over the next several years because of present oversaturation, a tendency to play only the most popular games, player satiation and the rapid increase in availability of high quality, low priced, home units. (Some industry managers suggest that home games enhance the popularity and acceptability of arcade versions but others think that home versions will continue to cut into arcade play). The likely pattern for CVGO's in the near future appears to be consolidation of successful outlet formats and elimination of inefficient or poorly run operations.

CVGO industry members at all levels in B.C. appeared to be willing if not anxious to cooperate with municipalities and police in regulation and management efforts, to control real or perceived problems which involved CVGO's. Nevertheless, they are acting to moderate "unnecessary" regulation or "excessive" business fees, which reduce the financial viability of their operations.

.3 Commercial Video Game Outlets and the Media

A review of several hundred newspaper and magazine articles, as well as a survey of television portrayals of video outlets and players, revealed many allegations of associated problems, criminal and otherwise, for young participants and for society. These reports rarely provided any recoverable substantiation.

An overview of the media coverage over time indicates a general pattern in the type of news coverage about CVGO's. When the extensive expansion of CVGO's occurred in the Lower Mainland several years ago, early treatments focussed on the uniqueness of the experience, exploring the connection with the computer phenomena as a whole, and displaying an air of curiosity and fascination. Then, as various communities began to express concerns about their local CVGO's, press

coverage began to focus almost exclusively on these concerns, resulting in a negative image for CVGO's. Recently, more reportage of record-breaking games, contests, and other "player positive" views seems to be evident. Many of these take the form of promoting CVGO play as an introduction to the world of computers, familiarizing the young with display and manipulation devices which are precursers to instruments which these future adults will have to utilize in their work careers. Positive articles also speak of "increased hand-eye" coordination, the sense of excitement and achievment which play may engender in youngsters.

It is possible that the "video explosion", because it is so visible and greatly attractive to the young, has produced a defensive reaction on the part of adults and society's "protective" agencies. Some genuinely concerned citizens and "experts" may be overreacting to the highly visible effects and to the occassional vocal complainant, without thoroughly and rationally investigating the issues. It is also possible that CVGO's "bring into the open" youth activities which have occurred in more covert environments in the past, or has simply made them more publicly visible through the concentration of people and activities that CVGO congregations may produce.

In conclusion, an examination of media treatment of CVGO's suggests that there is wide public interest and awareness of the presence and growth of CVGO's: material cited in reports tends to be inadequate for drawing conclusions or generalizations and "bad" news about arcades is more widely attended to and therefore more influential on public opinion than "good" news about them.

.4 Community and Legal Response

In response to rising public, professional, and police concern, many municipal bodies have been moving to develop and implement appropriate regulatory mechanisms.

Current court opinion in B.C. has been supportive of municipal by-law restrictions of CVGO's; the option of writing new by-laws is available to those municipalities who choose to do so.

There appears to be some redundancy in a number of the new bylaws which prohibit youths from playing during school hours or late at night. S.113 of the School Act requires young people's attendance in school during regular school hours while S.931 of the Municipal Act provides general curfew power over children, which some communities have used prior to adding late night restrictions on children at CVGO's.

While some police promote arcade specific bylaws in order to give them more leverage in obtaining cooperation with CVGO managers, it seems that existing regulations, including R.S.C. 290, S.513 (conducting business in a manner injurious to persons actually or apparently under the age of 16) already provides them with adequate means of exercising this influence. Existing nuisances and disturbances bylaws (RSC. 290-S.932) also provide a means for dealing with such problems occuring in the vicinity of CVGO's. Appendix B outlines related existing provisions with in Revised Statutes of B.C. (1979).

Some lawyers and other persons with long experience in municipal affairs reported being somewhat cynical about all the regulatory activity in relation to CVGO's. They asserted that such activity is often attempted only to serve immediate interest or pressure, rather than being founded on concrete evidence that a serious problem exists or indications that the proposed bylaw will be effective in regard to the particular problem at hand. These sources suggested that over the last few decades, at intervals of every five years or so, there have been flurries of concern and civil action regarding youth activity (out too late at night, hanging out in pool halls, wild beach parties, rock concerts, drug use) which then dissipates until the emergence of the next concern.

Given the bylaw options available, communities choose to make use of them in a variety of ways. About a quarter of communities surveyed had CVGO specific by-laws while another quarter were considering them. Almost half of the communities surveyed reported no arcade specific bylaw activity, either because they had no serious problems, could not confirm complaints, or were able to work out informally the problems that did exist. Several communities found that just regulating arcades through existing zoning laws eliminated the reported problems so that no arcade specific bylaws were required.

Several important interests appear to be involved in the choice of options for responding to CVGO's, including: philosophy of council members regarding youth in the community; the willingness of local police to pursue additional regulation; the "business" atmosphere in the community (which may generally oppose any additional business regulation); the willingness of CVGO managers to cooperate with the municipality to reach informal solutions; and the presence or absence of a municipal council member who is willing to take CVGO regulation on as a "cause. Although it has been possible to discern some general tendencies in the relation between community type and level of complaints with bylaw activity, the response options and the forces brought to bear to require or resist them often display extreme diversity.

The wide variety of responses to CVGO's and the growing tendency of communities to implement "omnibus" bylaw formats (regulating locations, ages of managers and patrons, business hours, playing times for young patrons, rules of conduct and so on) reflect a "shotgun" approach to CVGO problems. The apparent desire is for bylaws to do all of the following:

a) provide some control on excessive spending by those too young to manage it themselves;
b) discourage truancy;
c) protect young children from negative influences of older teens and adults, particularly drug or alcohol use;
d) reduce theft motivated by a desire to acquire playing funds;
e) reduce congregation and the actual behaviour problems or complaints that it generates.

However, as evidence substantiating the actual existence of these problems, particularly the first four, is lacking in most cases, it is difficult to assert that bylaws are necessary or effective in eliminating them.

While complaints about "congregation" of youth may be reduced by regulations, it is arguable that such congregation and related public complaints will be shifted to other focal points in the community.

On the other hand, informal efforts to increase communication and cooperation among all interested parties may reduce anxiety, correct knowledge funded on rumours, and thereby reduce parent concern, merchant complaints and other problems.

Often it was reported that simple voluntary minor adjustments in business practices (common hours, discouraging litter or outside loitering) resolved any problems. In some cases, where no major action was taken, the community became "used to" the presence of the CVGO and concern appeared to fade.

Nevertheless, regulations appeared to have some impact on reducing complaints even where regulations imposed had never or rarely been enforced. For example, a number of communities have opted for a system of parental permission slips which players under 16, or in some cases under 14, must file with the manager in order to attend the CVGO. The researcher was never able to find a CVGO in which these files had ever been checked by an enforcement officer. The more common practice is to set age limits on players, either during certain hours or at all times. No police or municipal official reported records of any citation ever having been issued for a violation of this type of regulation.

The tendency of the number of complaints to decline as a result of any regulatory action may be a product of lowered sensitivity to a problem which has been "dealt with" and the need to attend to more pressing issues in the community. When there are complaints, there is pressure for police or council to do "something". Taking any substantive action may be sufficient to reduce this pressure and general public attention to CVGO's, particularly if actual complaints or public concern were not substantial in the first place. Enforcement practices seem to provide some support for this supposition in that regulations are often imposed but never enforced. This positive effect of any bylaw activity may also be due to the fact that the bylaws, whether restricting locations, hours, player ages or machine number, all have the consequence of reducing congregation, sites and numbers which are the source of most complaints.

Evaluating the effectiveness of various community responses is complicated by the fact that police departments and municipalities seem to have collected little information on CVGO problems following their response activities.

The general pattern was that communities tended to report fewer complaints, whatever the regulatory action taken.

Responses which were reported as being effective included:

a) relocation of arcades to malls (to take advantage of mall visibility, hours and security);
b) dispersal of CVGO's (allowing only second use outlets);
c) reducing operating hours to those of surrounding businesses;
d) restricting the ages of players; and
e) restricting playing hours for those under 16.

Appendix C lists a variety of materials to assist municipalities considering by-law or other action related to regulation of CVGO's.

2.2 FINDINGS OF THIS STUDY

.1 Interest Group Perceptions

Measures of perceptions of CVGO's showed a wide variation across communities and between particular interest groups.

While a majority of communities surveyed perceive no serious problems with them, a significant minority do. The problem to which the majority of concerned communities are most sensitive is the congregation of large numbers of young people.

Adults - parents and residents - exhibit a tendency towards negative opinions of arcades. This is particularly true of those few who have direct negative experience with them or those who have little direct experience and rely on the media for information on CVGO's.

Police opinion varies both in terms of perceived incidence of problems in their respective communities and in their general "tolerance" of youth congregation. Some police, particularly those in smaller communities, seem to feel that difficulties associated with arcades are simply an expression of the "natural" problems that communities must expect with adolescents. These officers seem to prefer informal management of the difficulties which arise, some even arguing that the concentration of youths at outlets makes their job easier, simplifying contact with and access to kids who are problems. They are often of the opinion that bylaws are likely to do no more than relocate the same old youth problems.

At the time of the study, no nearby merchants reported serious concerns about CVGO's; although the researcher had heard of past fears of business disruptions, these were apparently resolved or compensated for by positive impacts such as increased patronage.

Most municipal administrators and police feel that "good management" is the most effective means of preventing problems with CVGO's, at the same time acknowledging that most of the problem behaviour occurs "outside" the arcades. The fact that clerks report that any problems occur around or outside rather than within outlets may be because:

a) problems are more visible there and;
b) there is no "responsible" supervision other than that provided by police or the general public.

Available responses from young players themselves reveal their strong positive attraction to CVGO's, the enjoyment and satisfaction derived from them and a general rejection of negative allegations about CVGO's or the need to regulate them. They also seem aware that "kids who get into trouble" will get into trouble at arcades as well.

Two patterns are present in the responses of the groups interviewed for this study. First, much of the most negative opinion about CVGO's came from people who had never actually visted the "problematic" location, but were instead relying on second hand reports or impressions gleaned from the media. Such a lack of first

hand experience gives rise to stereotypes of arcades which are often far more negative than reality would appear to warrant.

The second response pattern involves a difference between those who must deal with youngsters who have family or legal problems and those who do not. Parents, guardians, police, social workers and others who work with such children tend to have more fears and concerns about the effects of CVGO's than do those who have contact only with "non-problem" youngsters. However, other helping professionals who utilize arcades in working with their young clients tend to hold much less negative opinions.

.2 Researcher Observations of CVGO's

Direct observations suggested the following:

a) There is a great variety of CVGO types in B.C., ranging from large mall locations, to large and medium sized business strip or neighbourhood locations, to the outlet where two, three or four machines have been added to a variety of small businesses.

b) There was correlation among outlet type, typical players and activity patterns: mall outlets had the widest variety of players and the least amount of socializing: free standing street locations were more likely to display "neighbourhood" group characteristics and provide opportunities for socializing and congregation. There was generally a mix of types of players at smaller outlets; young local males were likely to be the predominant type and except for those with seating or eating facilities, congregation was very limited.

c) Physical and social environments of CVGO's varied from outlets in new and attractive mall locations to those in less physically attractive street locations. Physical environments of CVGO's tended to reflect other local conditions and therefore varied considerably; however, generally they were more attractive, smoke-free and clean than might be expected for youth

congregation points. The social environments tended to be relaxed and free of conflict.

.3 Player Types and Activities

Interviews and observations indicated:

a) A wide variety of young players appear to attend some type of CVGO regularly. This probably includes more than one half of youth in the 10 - 18 age range in many communities. Young males from 10 - 18 were the most frequent attenders. Girls represented a small proportion of those generally in attendance and there was a scattering of teen and young adult couples. Older single males may represent between 10% and 100% of those in attendance depending on the type of outlet and local restrictions. (The Granville Strip arcades constitute the most extreme latter case). These patterns are all influenced by local restrictions, time of the day or week and type of location.

b) While there may be a disproportionate representation of young people with family or police difficulties, they probably constitute a small proportion of patrons at most arcades, as they tend to frequent only one or two outlets from among all those in a community.

c) Actual arcade behaviour was clearly focused on game play itself and other activities, consisting mainly of waiting, watching and chatting, revolved around it.

d) There was no clear indication that illegal or anti-social activities were engaged in within or in the vicinity of the vast majority of observed outlets, though there were a few exceptions.

e) Observations of the lack of the initiation of relationships and the lack of cross-age contact suggests that "recruitment" or influence in illegal or other negative activity is probably rare.

f) Terms like "addicted" or "zombie-like" to describe players acknowledged the strong attraction of the games and a common level of intense involvement on the part of players, but their derogatory implications are not validated by the investigator's observations or reports from players.

g) Between one-third and one-half of young players seem to have some kind of Home Video Games, but all prefer to play in arcades because of the complexity of the games there and the "atmosphere" in outlets.

.4 Young Player's CVGO Spending Patterns

The conclusion that youngsters typically spend vast sums on a regular basis is not confirmed by any of the major sources utilized in this study. Few examples of young people spending amounts much in excess of $5 - $10 per week were documented.

These figures supplied by self-reports must be taken as rough approximations, as few players, parents or CVGO managers seemed to keep close track of amounts spent. Players often reported just spending "what they had" and most parents knew of amounts spent only by what their children had reported to them.

The researcher's request to provide a "weekly average" created a somewhat artificial orientation to the spending habits which did not seem normally to be used by the respondents, as there was usually much hesitation before the figure was provided.

Nevertheless, the relatively close fit among information obtained from interviews, observations, and "other studies" suggests that the $5 - $10 per week figure, varying directly with age and generally exceeded only by late teen and young adult males, is a good approximation of the true general case.

Spending patterns were also affected by attendance patterns and playing patterns. Attendance patterns reported combined with per session spending estimates were compatible with the spending ranges of $5 - $10 per week. All indications are that

as players become more competent, their playing time per $.25 increases significantly.

Determining whether a $1 - $2/session or $5 - $10/week spending rates are excessive depends, to a large extent, on what proportion of available funds this represents and where the money comes from. One might also want to take into account the comparable cost of other youth recreational activities, ie., up to $5 for a movie, $6 - $7 for a record and so on.

A Ministry of Education video tape, "How Teenagers Spend Their Money", with a rather small sample, suggests that older Lower Mainland teens may spend over $25/week on food and leisure - some up to $100/week. The boys tended to spend most on food and recreation: the girls primarily on clothes and socializing. This difference would be compatible with the low ratio of girls participation and spending at CVGO's. Seventeen "Eatons Youth Council" members estimated that they spent between $500 and $1,500/year in department stores.

The primary concern of the study, determining the CVGO influence on youth's illegitimate playing funds acquisition, requires information on youth's legitimate sources and amounts of income. This matter is addressed in the following section, with particular regard to young players spending in excess of the "typical" amounts.

.5 Sources of Young Player's CVGO Playing Funds

Reports of "average weekly income" from youth and parents may actually underestimate the true figures because neither group tended to include "occasional" money in their initial responses. Occasionally providing money on request seems to be a rather common practice of parents and to the extent that it is, regular weekly income figure estimates would be too low. Both parents and children report that some parents provide money just for games, particularly when accompanying children to arcades, and it appears that this is outside of "regular" sources and amounts initially reported.

Taking the likelihood of this "underestimation" into account and comparing the information on spending presented in the foregoing chapter with this material on income acquisition suggests the following:

a) Reported and observed spending falls within or near the range of typical income available to particular age groups, and where it exceeds that amount, the difference can probably be accounted for by occasional money received by the child. There are instances of stealing to play, or at least of stolen money being used to play (in addition to buying drugs, food, records, etc.), but their rarity and the infrequency of reports of parental or other's concern about theft suggests that they represent the exceptional case;

b) Therefore, there is no substantial evidence that the vast majority of young players must rely on anything but legitimate sources of income to play CVGO's, at the reported or observed rates. The common sense view that "they must be stealing in order to play so much" seems to be a product of an overestimation of actual spending and an underestimation of typical available income for young people these days.

.6 Police Evidence of CVGO-Youth Crime Linkage and the Issue of Youth Congregation

Most communities reported that they do not have systematically collected information on possible CVGO-youth crime connections. This seems to be a result of a general lack of data collection facilities or practices. Police from most of the communities visited have submitted reports to their community governments regarding the presence of CVGO-youth crime linkage. These reports generally consist of a mix of suspicions, citizen complaints and police observations similar to those reported in the phone survey (see 2.2.1).

Vancouver, where the primary concern has been with "disturbances" created by congregation, has produced a systematic review of police calls regarding CVGO's. During one 23 day period, they found 14 such calls for police attendance "directly resulting from youths in premises" with video machines. None of the other nine

communities have recorded calls or police attendance this systematically, nor did they claim anywhere near this frequency of complaints.

There were numerous examples of unverified complaints of illegitimate activity associated with arcades. In one case in Burnaby, there were 18 complaints about a CVGO location but regular surveillance conducted by several officers over a period of days did not reveal a single violation.

The sporadic nature of concern expressed and of information gathering by police and other groups make generalizations about the situation in B.C. problematic. It is possible that more adequate information exists but has not been brought to the attention of the police informants contacted in this study.
Some general conditions can, however, be presented on the basis of collected material:

a) CVGO's were perceived as serious contributors to youth crime in one-third of the 54 communities investigated.

b) There was great variation in the range of police connected complaints but they fell into two main categories - i) those asserting that theft is involved in acquiring money for CVGO play, and ii) those asserting that it is the congregation of young people that is responsible for problems of public harassment, loitering, littering, vandalism, drug sale and use.

c) "Evidence", for the most part, consisted of unconfirmed complaints and suspicions of drug or theft activity. There was direct evidence of drug use or sale at several arcades but it was not possible, on the basis of the data available, to determine how many CVGO's were involved or how common a problem it was at those arcades observed.

d) The evidence on CVGO related B&E patterns was insufficient to establish a direct connection.

e) The information provided by youth B&E patterns was insufficient to conclude that any more than a tiny proportion of youth related B&E's are motivated by or connected to CVGO participation.

f) There was insufficient information on other non-CVGO locations to determine how they compared in terms of problems associated with congregation and thereby establish any problem generating characteristics that might be particular to CVGO's.

g) An examination of figures relating to crime rates and expansion and regulations of CVGO's does not appear to indicate that the introduction or expansion of CVGO's produces significant increases in youth crime activity, nor does it apparently indicate that increased regulation reduces such activity.*

It would seem that complaints regarding "economic" crime, in the form of theft from home, B&E's, or shoplifting related to CVGO's, represented a small proportion of complaints and had been substantiated in even smaller numbers. This is important, because it is the assumed financial demands of CVGO play that are alleged to differentiate it from other youth congregation points.

It is the issue of congregation that is the source of most complaints from the public and the foundation of police impressions of problems of CVGO's. The tendency to distrust and fear young people in numbers may be the source of many reported difficulties with CVGO's.

One confusing result in the study is that only one-third of the communities reported "serious" problems. If CVGO's have any inherent negative effects on the young, they should be apparent in most CVGO's, wherever they are located. This study's results suggest that this is not the case. It may be that the results simply reflect differing degrees of police or public tolerance of congregation.

*It must be noted that many police have little faith in the extent to which these figures represent actual crime sources and rate change, but as they are the best figures available, the foregoing analysis was attempted.

Some police clearly expressed the opinion that such congregations are natural, will occur somewhere whatever bylaws are in place and might just as well be at a CVGO. These police supported CVGO's, to some extent, because such locations make it easier to find and keep an eye on young people in the community. These police often used outlets to make contact with youngsters and gather information on any youth problems in the community.

Other police advocated dispersal and discouragement of congregation. This may eliminate complaints from merchants or the public in the vicinity of CVGO's but no evidence was provided which would indicate that actual drug use, theft or other youth crime activities would significantly decrease with this discouragement of congregation. Since there is no evidence that these criminal activities had increased in the community as a whole as a result of CVGO's, this lack of evidence of decrease is not surprising. Some of the information does suggest that if an area already has a history of youth problems, CVGO's located there are likely to display these problems, if only because these problems are concentrated and more publicly visible at such locations.

CHAPTER 3 CONCLUSIONS AND RECOMMENDATIONS

3.1 CONCLUSIONS

The primary conclusion of this study is that the major problems which were alleged to be associated with CVGO's occurred rather infrequently, if at all, at most CVGO locations. Evidence of a general pattern of increase in delinquent behaviour resulting from the presence of CVGO's was insubstantial. There were cases of theft from home, B&E's, drug use and vandalism which could be connected to CVGO's but they seemed to represent a very small proportion of locations and players, and could very well have occurred without the presence of CVGO's.

The determinant fact of how a community should respond seems to be the degree to which that community is prepared to tolerate youth congregation, and the willingness to manage it informally rather than restrict or eliminate it through formal regulation. Many communities with few regulations seem to experience no more, or even fewer difficulties with CVGO's, than those with more severe restrictions, even though the initial complaint patterns may have been similar.

3.2 UNDERLYING PRINCIPLES

Study findings, and the conclusions developed from them, led to the statement of certain principles which provide a foundation for all recommendations. These are:

a) The great variety of CVGO types, locations, community conditions, perceptions of CVGO's and responses to them suggests that any standard regulatory format for CVGO's in the Province would be unnecessary and innappropriate: therefore, no additions to the B.C. Municipal Act are recommended.

b) All interested parties should make an effort to thoroughly and fairly assess the CVGO situation in their own community, prior to attempting increased regulation. Such assessment should be based on factual evidence and first hand experience or observation at CVGO's.

c) Every effort should be made to take whatever actions which are necessary to increase informal communication and cooperation among operators, authorities and concerned citizens.

d) Unnecessary regulations should be avoided where there is inadequate evidence of a particular problem (truancy, late night congregation and so on). For example, prior to placing restrictions on those aged 16 and younger, it should be ascertained whether it is members of this age group who are involved in CVGO related problems: the possibility should be carefully considered that current curfew, school attendance, nuisance and business regulations are sufficient to manage most of the problems allegedly associated with CVGO's.

e) When deciding on CVGO regulations, limits are likely to be more appropriate than outright bans, given the right of businessmen to practice harmless business, and the right of young people to gather, play and socialize responsibly. The Burnaby CVGO licencing procedures appear well designed for communities which decide that there is no need for age or hour restrictions and the Saanich Bylaws may be a useful model for those desiring more formal regulation.

f) Given that the great weight of evidence indicates that most CVGO related problems result from complaints about congregations in the vicinity of CGO's rather than inside them, commmunity response should focus on increasing policing in these areas and obtaining CVGO operator's assistance in discouraging such congregation.

3.3 RECOMMENDATIONS

Although no single response would be appropriate for all communities, there do appear to be a number of actions which would prove useful for various community interest groups who are considering some response to the presence of CVGO's.

.1 General Recommendations

a) The major recommendation of this study is that any interested community group thoroughly assess the CVGO situation in their community prior to taking substantive action.

The intention here is to establish the necessity of action and produce information on the type of problem present so that response may be designed to suit it. Once information has been gathered on the types of confirmed problems, their frequency and seriousness, action may be taken that is appropriate for the particular situation. It is important to establish the actual frequency of the problems and their specific nature. Isolated or vague complaints should be checked out, preferably through direct observation, rather than being accepted at face value.

b) It is recommended that, as a general rule, increased communication and informal cooperation among interested parties be undertaken prior to more formal steps being taken. This often will entail actually visiting CVGO's rather than accepting second hand reports about them.

Given that different groups in communities are likely to have different interests in CVGO's; specific recommendatons are provided in an effort to speak to these differences.

.2 Recommendations to Provincial Ministries and the Legislature

a) No additional legislation should be introduced to facilitate or standardize community bylaw regulation of CVGO's as present legislation appears to be adequate for the variety of responses appropriate to different communities.

b) In the case of jurisdictions which do not have the right to employ the Municipal Act, such as regional districts, "Laws Patent" specific only to CVGO's or widely differing from the level of business regulation which is common in such areas should not be granted.

c) The Ministry of Municipal Affairs or the Attorney General should retain copies of this report and its collection of municipal CVGO files and bylaw formats, as a resource for communities considering bylaw activity (see Appenidix C).

.3 Recommendations to Municipal Councils

It is recommended that municipal councils:

a) Ascertain an accurate picture of the CVGO situation in the community, including:
   - how many CVGO's exist in the community and which are problematic;
   - what types of problems are being experienced, by whom and how frequently;
   - whether reports of the problems can be independently confirmed.

b) Visit allegedly problematic CVGO's and discuss public, police and council concerns with managers and players.

c) Hold well-publicized meetings where interested parties may present their concerns and report on their own CVGO experiences.

d) Contact other municipalities generally similar to their own in order to find out what kinds of problems, if any, they have experienced and whether their responses to the problems were successful, taking care, however, to avoid assumptions that problems will necessarily be similar.

e) Attempt to determine if CVGO's have produced any actual increase in youth problems in the community and document those findings.

f) Consider the possible advantages of youths congregating in known areas of the community, where there may be more supervision and monitoring than if they were scattered throughout the community. If such congregations will not be tolerated in the community then a system of dispersal, such as that use in Victoria or in a modified version in Vancouver, may be considered.

g) Poll the local schools for reports of any CVGO related problems, prior to instituting school-related CVGO regulations.

h) Prior to instituting regulations which may be unnecessary, troublesome to enforce or perhaps legally contestable, attempt to achieve desired changes through informal cooperation. Many community and CVGO management interests are similar and a cooperative as opposed to a conflictual relationship is more likely to achieve awareness and successful accomplishment of those interests. Burnaby's procedure is a useful model of this procedure. "Informal" cooperation is most feasible in small communities but its advantages should not be ignored in larger communities;

i) Where possible, consider locating major outlets in enclosed malls or shopping centres, as their standardized hours, private security and high public visibility tend to reduce most sources of CVGO complaints.

j) Wherever possible tailor responses to specific and confirmed problems, i.e., late hours or youth congregation.

k) Attempt to get an accurate picture of location income levels so that license fees are reasonable and in line with those of comparable businesses.

l) Attempt to take into account the general availability of youth recreation opportunities in this community, the desires or needs of the particular youth group which the CVGO may serve and the negative effect on youth-community relations which may result from unecessarily restrictive CVGO regulations.

m) Rather than totally banning arcade access to those under 16, a phone contact-parent permission card system should be considered so that parents themselves may decide which arcades, if any, their child may attend.

n) Impose on CVGO's closing hours that are no more restrictive than other locations where youth may be in attendance, ie. movies, bowling alleys, skating rinks and the like. Given the absence of a curfew, parents should have primary responsibility for their children's activity.

o) Do not ban CVGO's from the vicinity of schools, as there is no substantial evidence that their presence causes serious problems and such areas have already made their adjustments to heavy youth congregations resulting from the presence of schools.

p) When considering bylaw action, call for input from all concerned CVGO industry members well before attempting such implementation, so as to avoid problematic late resistance from operators.

q) Prior to making the decision to enact restrictive CVGO bylaws, the community should attempt increased policing in the area of problematic CVGO's. Increased police presence, by itself, may be sufficient to reduce any congregation problems.

r) Attempt to monitor the results of any regulatory action taken, both to determine if it was successful in alleviating the specific problems for which it was designed and to provide information for other communities with similar initial difficulties;

s) If the community determined that it is necessary to enact an "omnibus" CVGO bylaw, the Saanich Bylaw, excluding the near schools ban, is likely to be the best currently available option.

.4 Recommendations to Police

It is recommended that police:

a) Consider whether delinquent activity has increased or decreased in the community following the introduction of CVGO's by:

- monitoring calls to establish if reports of problems increase when CVGO's are introduced;
- attempting to confirm or evaluate the "seriousness" and validity of complaints received about CVGO's;
- questioning youth's apprehended for B&E's or theft in an attempt to ascertain whether the theft was motivated by a desire for video playing funds or if the proceeds were spent at one;
- reviewing or producing plots of crime or distrubance activity to ascertain any relationship to CVGO locations.

b) Compare problem types and rates occuring at CVGO's and other traditional youth congregation points.

c) Visit local CVGO's, both in and out of uniform, in order to obtain direct information on internal and nearby activities.

d) Prior to recommending age restrictions, attempt to establish whether the age group that would be excluded is actually generating problems.

e) Following a), consider the possibility that restricting players to those 16 or over may increase problems by concentrating older troublesome types of youth isolated from the possibly moderating influence of younger players and those who may accompany them.

f) Consider the advantages of having CVGO's as central youth congregation points in the community prior to recommending "dispersal" regulations.

g) Increase policing in the area of troublesome CVGO's. The additional effort that this may require might be offset by a reduced patrol demand in the areas from which CVGO players are drawn or would otherwise be located.

h) Visit CVGO locations, to familiarize the manager with police concerns, establish a cooperative relationship, and share information which will help in preventing youth problems.

i) Consider making use of CVGO locations for police contacts with the youth community. This may help build less conflictual relations with youths who have a history of problems with the law and establish good initial relations with those who do not.

j) Prior to recommending bylaw changes, attempt to obtain the voluntary cooperation of local CVGO managers to make what have been established as specific and necessary changes.

.5 Recommendations to Location Managers and Operators

It is recommended that location managers and operators:

a) Assess potential locations well before deciding to place machines or an outlet in a particular area. If an area is known as a youth "trouble spot", then problems must be anticipated at the location.

b) Approach local police, school officials, residents and merchants to let them know of CVGO plans, so that any concerns or complaints that are likely to arise from these sources may be taken into account in establishing and operating the CVGO.

c) Maintain contact with interested local groups (police, merchants, residents) in order to keep them informed about CVGO operations and provide opportunities to express concerns. These groups should be urged to visit CVGO's themselves in order to allay or make specific their concerns about them.

d) Strictly enforce any applicable CVGO regulations and where there are none, maintain reasonable business hours, considering CVGO location and other local closing times.

e) Use trained and responsible staff. This may require employing "older" managers who give an appearance of adult authority both to the general public and to young players.

f) In larger operations, particularly during busy periods, consider having one person in the change area and another "floorwalker" to increase supervision and make management's presence felt.

g) Where possible, contact schools or parents when a problem occurs with a particular child (for example, spending too much, behaviour problems, school lateness, or truancy). In general, the first step in reacting to problems should be taken by management, on its own initiative, rather than by other authorities acting as a result of complaints.

h) Encourage parent participation and attendance, perhaps with a free game or two for first time visits with a child.

i) Inform parents that a young person's access to the outlet will be restricted upon parental request.

j) Offer special rates for youth groups or reward good report cards with free games, in order to establish positive community group-school-CVGO relations.

K) Support community efforts to control troublesome CVGO's.

l) Maintain good contacts with local police as information exchanged with them may prevent problems for your operation and for the community as a whole.

m) Discourage congregations in the immediate vicinity of the CVGO, as this is the primary source of citizen complaints about outlets. Young players are more likely to cooperate if they know that such congregation produces problems for the location or could result in restrictions to their access to the outlet.

n) Consider voluntarily setting certain operating rules and informing police about them, in order to avoid more excessive regulation.

o) Where regulation seems inevitable, consider recommending regulation formats which would reduce community concerns and yet not be unnecessarily restrictive on CVGO operation.

p) Notwithstanding the fact that lawyers have been successful in negotiating bylaw contents between some operators and local councils, if possible, avoid the use of lawyers as it may set a confrontative atmosphere between CVGO management and the Council.

.6 Recommendations to Parents

It is recommended that parents:

a) Familiarize themselves with local CVGO regulations so that they will know if they are being violated in particular cases.

b) Ascertain the opinions of other parents, possibly through school related organizations, if it is thought that there may be a problem with a local CVGO.

c) Visit any CVGO which their child may attend, so that parents may form their own opinions about CVGO's on a first-hand basis.

d) Discuss any concerns with CVGO managers, and complain directly to them if there is a problem. Inform CVGO managers if you do not want your child to attend.

e) In response to problems with a local CVGO, have a parent representative meet with the CVGO manager to attempt to alleviate the situation. If that is unsuccessful then parents may want to approach local police or municipal officials.

f) In response to problems with a child's CVGO spending, set limits on that spending and monitor it closely. A ban on a child's CVGO playing may be the only effective response to continued lack of spending control.

.7 Recommendations to School Oficials, Counsellors, and Social Workers

It is recommended that school officials, counsellors and social workers:

a) Poll school or organization staff to ascertain whether others have experienced or received reports of problems at local CVGO's.

b) Attempt to establish whether tardiness, absence or other school problems have increased following the introduction of a CVGO near the school.

c) Visit any allegedly problematic CVGO, just prior to school hours, during the school day or following school hours, to determine if lateness, truancy or "early" self-dismissals may be related to CVGO availability, or if problematic activities are occurring there.

d) Contact local police or local licencing departments to see if there is any record of problems with a particular outlet.

e) Convey any concerns or complaints directly to the relevant CVGO manager and request cooperation in alleviating problems. If that is not successful, local police or municipal officials should be contacted.

f) As visits to CVGO's provide an opportunity for "out of school" or "non-agency" contact, youth workers, in general, may choose to use such environments to enhance their relationships with particular youths or better understand their behaviour in non-structured social environments.

.8 Recommendations to the Juvenile Crime Prevention Project

Two of the most striking findings revealed in the background research for the project were the relative absence of information on youth congregation and young people's economic activity. The "problem" of youth congregation was the concern most frequently mentioned by respondents in the study. The "potential" of youth congregations to lead to problems served as a justification for a major court decision supporting age restrictions at CVGO's. Yet, this investigator was able to find no serious or extensive research on youth congregation in general, nor on the "conditions" of youth congregation which are likely to lead to actual behaviour problems. It is clear that youth congregations are perceived as problems, but there is no systematic validation of their inevitable problematic quality, nor information on how to moderate such problems, other than discouragement or dispersal - which may be unnecessary or precipitate some of the very problems they are meant to avoid.

It is recommended that the J.C.P.P. initiate research on the general issue of youth congregation, including:

a) An extensive review of any extant literature on "types of congregations" - gathering places, "hang-outs", large social events and other community areas frequented by young people, as well as information on effective and ineffective responses to such congregations.

b) Interview those typically responsible for the management of youth congregation or who are often exposed to such gatherings, to ascertain their understanding of conditions which make such congregation problematic and the most/least effective means of responding to them.

c) Conduct observations, interviews and discussions with participants in different types of youth congregation to ascertain their reasons for gathering, their understanding of potential problems emanating from the congregations and their reaction to various community responses-intervention techniques to such gatherings.

d) Provide police, municipal officials and others responsible for youth congregation management with information and recommendations as to the responses with the greatest positive outcome potential.

The other widespread assumption revealed by the study was the notion that youths could not afford to play regularly without acquiring funds illegitimately. As playing is essentially a consumer behaviour, it seemed likely that the Ministry of Consumer and Corporate Affairs or the recently implemented Consumer Education Courses in the schools would have information on young people's typical income acquisition and consumer behaviour. But this was not the case. Given that a significant proportion of delinquent activity involves "economic" crime, it would seem useful to determine what these patterns are, and how they might impact delinquent behaviour.

It is recommended that the J.C.P.P. initiate reasearch on the possible relationships between patterns of youth income/spending and delinquent activity, including:

a) An examination of any relationship between amounts of legitimate income and delinquent activity.

b) an examination of any relationship between patterns and types of spending (consumption items) and delinquent activity.

c) An examination of any relationship between access to work or home-job income and delinquent activity.

d) Provide consequent recommendations to municipal councils, school advisors, youth workers and parents regarding the possible delinquency preventative influence of "job" opportunities in the community or at home.

e) Some integration with the Consumer Education Program in the schools, both for the purpose of gathering information and providing work encouragement or support for young people, as well as attending to CVGO play as consumer behaviour.

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APPENDIX A

TABLE OF INFORMATION SOURCES, INFORMATION TYPES, RESEARCH TECHNIQUES AND SAMPLE SIZES

Information Source	Types of Information Gathered	Technique of Information Acquisiton	Approximate Sample Size
Academic and industry researchers	Background information; the state of the industry; data on players, arcades and delinquent activity.	Personal and phone interviews.	13
Operators/distributors/ manufacturers	Same as above.	Personal and phone interviews.	4
Industry magazine publishers	Same as above.	Phone interviews.	2
National industry organization representatives	Same as above.	Phone interviews.	2
Police officials	Statistics, studies, experience, perceptions of CVGO's in their community.	Personal and phone interviews.	50
Municipal hall officials	Community perceptions and responses to CVGO's, including by-law activity.	Personal and phone interviews.	54
Young players	General CVGO activity, money money acquisition and spending habits, attitudes towards CVGO's.	Participant and non-participant observation.	100
Parents	Perception of CVGO's, knowledge of child's income sources and CVGO spending habits.	Telephone and personal interviews, meeting attendance, questionnaires.	70

Information Source	Types of Information Gathered	Technique of Information Acquisition	Approximate Sample Size
School Board Officials	Perceptions of CVGO's as related to school activity and children's behaviour.	Phone interviews.	6
School administrators and Counsellors	Same as above.	Phone and personal interviews.	30
Arcade managers/operators	General information about CVGO activity, police contacts, client types and spending habits.	Personal interviews and direct observation.	35
P.C.C.'s, single parent groups, Tough Love, B.C. Foster Parents Association	Perceived problems concerning children in relation to CVGO's including income and spending habits.	Personal interviews, meeting attendance, questionnaires.	5 groups directly, 15 Foster Parent Group representatives (questionnaire was sent to 90 provincial groups).
Municipal Council and Social Service agency meetings	Community perceptions of and responses to CVGO's.	Participant and non-participant observation.	4
CVGO contiguous residents, merchants and mall managers	Perceptions of CVGO influence on business, information and perceptions regarding CVGO affiliated youth activity.	Personal interviews and direct observation	50
Social and government agency workers and administrators	Background information, community perceptions of CVGO's.	Personal and phone interviews.	25
CVGO's--both arcades and outlets of less than four units.	Information on CVGO-related activities, players and environments.	Interviews and participant and non-participant observation.	50

APPENDIX B

EXISTING RELATED STATUTES

(Revised Statutes of British Columbia - 1979)

(a) Cumpulsory Attendance

RSC 375 S.113. (1) Subject to the exemptions under subsection (2), every child over the age of 7 years and under the age of 15 years shall attend some public school during the regular school hours every school day, and every parent or guardian who fails or neglects to cause such a child under his care to attend some public school during the regular school hours every school day commits an offense and is liable on conviction to a fine not exceeding $10, and each day's continuance of this failure or neglect shall constitute a separate offence.

(b) Curfew Bylaw

RSC 290-931. (1) The council may by bylaw provide for the regulation of the time during each day during which children shall not be on the streets without proper guardianship, and the age, or apparent age, under which they shall be required to be in their homes at the hour appointed; and children so required to be in their homes or off the streets shall not be on the public streets, except under proper control or guardianship or for some unavoidable cause.

(2) Any child so found after the time appointed shall be liable to be warned by a peace officer to go home and if after the warning the child is found loitering on a street, he may be taken by the peace officer to his home.

(3) A parent or guardian who permits his child or ward habitually to contravene a bylaw adopted under this section commits an offense and is liable, on conviction, to a fine not exceeding $5.

(c) Nuisances and Disturbances

RSC 290 S.932 The council may by bylaw
(c) regulate or prohibit the making or causing of noises or sounds in or on a highway or elsewhere in the municipality which disturb, or tend to disturb, the quiet, peace, rest, enjoyment, comfort or convenience of the neighbourhood, or of persons in the vicinity, or which the

the council believes are objectionable or liable to disturb the quiet, peace, rest, enjoyment, comfort or convenience of individuals or the public, and may make different regulations or prohibitions for different areas of the muncipality.

(d) Powers for licence inspector, and licence suspensions and appeals

RSC 290 S.513

(1) The council may by bylaw delegate to any official designated in the bylaw power to grant a licence where he is satisfied that the applicant has complied with the bylaws of the muncipality regulating building, zoning, health, sanitation and business, and may also delegate to that official the power to suspend any licence for the period he decides if its holder

(e) has, in the opinion of the official, conducted his business in a manner, performed a service in a manner, or sold, offered for sale, displayed for sale or distributed to a person actually or apparently under the age of 16 years any thing, that may be harmful or dangerous to the health or safety of a person actually or apparently under the age of 16 years.

APPENDIX C

RESOURCES AVAILABLE

The Policy Planning Branch of the Ministry of the Attorney General now has a file including:

1. Current municipal CVGO bylaws for some 15 B.C. communities;
2. Decisions in several Supreme Court cases;
3. Copies of all references cited in this study;
4. Copies of several hundred media articles on CVGO's, and;
5. A Community Relations Manual for the Coin-Operated Amusement Games Industry.
6. The complete version of the Research Study on Commercial Video Arcades and Juvenile Crime, by Craig Hathaway under the direction of Linda Light, Juvenile Crime Prevention Project, August, 1983.

These may be otainted by contacting:

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Ministry of Attorney General
207 - 815 Hornby Street
Vancouver, B.C.
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